

Message Text

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ACTION EUR-25

INFO OCT-01 ADP-00 CIAE-00 DODE-00 PM-07 H-02 INR-10 L-03

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FM USMISSION BERLIN

TO AMEMBASSY BONN

SECSTATE WASHDC 1932

INFO AMEMBASSY LONDON

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AMEMBASSY PARIS

USMISSION NATO

ZEN AMCONSUL BREMEN

AMCONSUL DUSSELDORF

AMCONSUL FRANKFURT

AMCONSUL HAMBURG

AMCONSUL MUNICH

AMCONSUL STUTTGART

C O N F I D E N T I A L SECTION2 OF 3 BERLIN 996

6. QA'S BENEFITS FOR TRANSIT TRAFFIC AND VISITS ARE
DEMONSTRABLY SUBSTANTIATED BY STATISTICAL EVIDENCE.
VEHICULAR PASSENGER TRAFFIC BETWEEN FRG AND WEST BERLIN HAS
INCREASED BY APPROXIMATELY 36 PERCENT OVER YEAR PRIOR
TO ENTRY INTO FORCE OF QA. AUTOBAHN TRAVELLERS ARE
ABLE TO USE TRANSIT ROUTES WITHOUT LEAVING CARS FOR
PROCESSING OR SEARCH AND WITH NO MORE DELAYS THAN
THEY HAVE COME TO EXPECT AT, SAY, AUSTRIAN BORDER ON
A HOLIDAY WEEKEND. RAIL SCHEDULES BETWEEN WEST BERLIN
AND FRG HAVE BEEN SIMILARLY ACCELERATED. DECLINE OF
15 TO 20 PERCENT IN USE OF INNER- GERMAN AIR SERVICE,
WITH MOST SEVERE CUTBACKS ON FLIGHTS TO CITIES CLOSEST
TO BERLIN, FURTHER TESTIFIES TO EASE OF LAND TRAVEL.
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7. FLOW OF GOODS BY TRUCK AND RAIL, IN ACCORD WITH
GENERAL TRAFFIC TREATY WORKED OUT BY FRG AND GDR,
HAS SIMILARLY PROCEEDED WITHOUT HITCH, ALTHOUGH FULL
IMPLEMENTATION OF SEALING PROVISIONS WILL NOT GO INTO

EFFECT UNTIL JULY 1, 1973. AND OPEN QUESTIONS REMAIN IN REGARD TO MANNER IN WHICH SEALING AUTHORITY WILL BE EXERCISED.

8. IN PAST YEAR, BERLINERS HAVE MADE OVER 4 MILLION VISITS TO EAST BERLIN AND GDR, REPRESENTING A THIRD OF ALL FEDERAL GERMAN TRAVELLERS TO EAST GERMANY-- VOLUME REACHED PEAK OF 270,000 IN APRIL 1973. THERE HAVE BEEN ONLY ONE OR TWO NOTABLE CASES OF EXCLUSION, E. G. BISHOP SCHARF. GOVERNING MAYOR SCHUETZ WAS TAKEN TO TASK AT FIRST FOR FAILURE TO DELIVER ON WHAT HE CLAIMED WAS GDR COMMITMENT TO PERMIT " IMMEDIATE" VISITS TO EAST BERLIN, BUT COMPROMISE SOLUTION WORKED OUT BETWEEN SENAT AND GDR FOR ENTRY ON BASIS OF MULTIPLE-VISIT APPLICATIONS APPEARS TO BE WORKING SATISFACTORILY. SENAT QUIETLY ABANDONED WHAT WAS PORTRAYED AS SMALL VICTORY IN ARRANGING TO HAVE GDR- STAFFED TRAVEL OFFICES HOUSED IN OFFICIAL SENAT BUILDINGS, AND THOSE SO-QUARTERED HAVE BEEN RELOCATED; OTHERWISE OFFICES HAVE OPERATED SMOOTHLY. IMPACT ON GDR OF VISIT ARRANGMENTS IS ATTESTED TO BY INTERNAL GDR RESTRICTIONS ON RECEIVING WESTERN VISITORS. ONE PROBLEM THAT MAY COMPLICATE PRESENT ARRANGEMENTS, ESPECIALLY FREEDOM- FROM SEARCH PROCEDURES, IS INCREASED NUMBERS OF GDR CITIZENS TAKING ADVANTAGE OF VISITORS' VEHICLES TO EXFILTRATE.

9. ALTHOUGH SENAT- GDR ARRANGEMENT ON EXCHANGE OF TERRITORY DID NOT TAKE CARE OF ALL OUTSTANDING SENAT DESIDERATA, EXCHANGES AGREED UPON WERE CARRIED OUT FAITHFULLY, AND, IN PARTICULAR, ROAD CONNECTING STEINSTUECKEN EXCLAVE WITH WESTERN SECTORS WAS COMPLETED IN FALL 1972, AHEAD OF SCHEDULE, SENAT WAS SUBSEQUENTLY ALSO ABLE TO ARRANGE PURCHASE OF VALUABLE DOWNTOWN TRACT OF LAND AT POTSDAMER PLATZ AND HAS RECENTLY CONCLUDED LONG- TERM LEASE OF REUSE DUMP ON GDR TERRITORY.
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10. SENAT WOULD LIKE TO SETTLE NUMBER OF OTHER PROBLEMS UNDER RUBRIC OF IMPROVEMENTS IN COMMUNICATIONS (QA ANNEX III.4), SUCH AS KEEPING GDR TERRITORY ON WEST BERLIN SIDE OF WALL CLEARED, PROVIDING FOR RESCUE OF PERSONS INVOLVED IN ACCIDENTS IN SECTOR-BOUNDARY AREA, ETC. GDR, HOWEVER, HAS CLEARLY INDICATED ITS PREFERENCE TO NEGOTIATE OUTSIDE FRAMEWORK QA IN ORDER TO BUILD UP BODY OF INDEPENDENT AGREEMENTS, AND THEREBY EXPAND ITS LEGAL BASIS FOR TREATING WITH WEST BERLIN AS A THIRD STATE. RECENT DELIVERY TO GOVERNING MAYOR OF FOREIGN MINISTRY AIDE MEMOIRE PROPOSING PIPELINE NEGOTIATIONS IS CASE IN POINT.

11. ABOVE HIGHLY FAVORABLE RECORD HAS NOT BEEN MATCHED

IN AREAS IMPINGING MORE DIAMETRICALLY OPPOSED LEGAL AND POLITICAL VIEWS OF THE PARTIES TO AGREEMENT. MAIN ISSUE IS INTERPRETATION OF THE PROVISIONS ON BERLIN'S TIES WITH FRG. WHEREAS ALLIES AND FRG HAVE ACCENTED MAINTENANCE AND DEVELOPMENT OF THESE TIES, SOVIETS, GDR AND OTHER EAST EUROPEANS HAVE UNDERSCORED QA'S PROVISION THAT BERLIN CONTINUES NOT TO BE CONSTITUENT PART OF FRG AND NOT GOVERNED BY IT. IN WESTERN VIEW, QA CALLED FOR FEW CHANGES IN REGARD TO EXPRESSION OF FEDERAL PRESENCE IN WESTERN SECTORS, E. G. COSMETIC CHANGES AT BUNDESHAUS, INASMUCH AS MOST RESTRAINTS SPECIFIED IN AGREEMENT HAD BEEN IN SELF-IMPOSED EFFECT FOR SOME YEARS. SOVIETS AND GDR, HOWEVER, HAVE CONTINUED TO COMPLAIN ABOUT TAKE-OVER OF SOME FEDERAL LAWS IN WEST BERLIN AND ACTIVITIES THERE OF FEDERAL MINISTERS, FEDERAL PRESIDENT, AND NATIONAL POLITICAL PARTIES. PARTLY TO STAKE OUT COUNTERCLAIMS AND PARTLY IN RESPONSE TO PRESS AND OPPOSITION CRITICISM THAT BONN WAS LOSING INTEREST IN BERLIN FEDERAL ACTIVITIES, WHICH DECLINED STEADILY FROM SIGNING OF FQP TO BEGINNING OF 1973 (BERLIN A-65), HAVE INCREASED MARKEDLY IN RECENT MONTHS-- LARGEST NUMBER OF BUDESTAG COMMITTEE MEETINGS AND VISITS OF FEDERAL MINISTERS IN PAST FOUR YEARS WAS RECORDED IN MAY 1973. FEDERAL GOVERNMENT HAS ALSO DECIDED TO RELOCATE SOME FEDERAL OFFICES TO WEST BERLIN, NOTABLY TRAINING SCHOOL FOR ITS PEACE CORPS. (ON OTHER HAND, SEVERAL SECTIONS
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OF FEDERAL MINISTRY FOR INNER-GERMAN AFFAIRS HAVE BEEN MOVED FROM BERLIN TO BONN.)

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